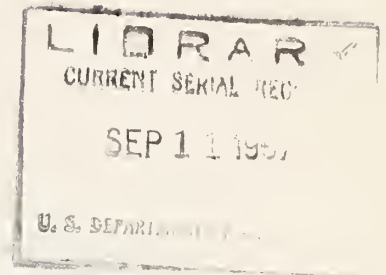


Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.

A 275.9
Sh8
Reserve



Report
on
The Fourth Special Training Program in Administration
Organized by the International Cooperation Administration
and the Foreign Agricultural Service of the
U. S. Department of Agriculture
For
Foreign Agricultural Officials

"PUBLIC ADMINISTRATION IN AGRICULTURAL DEVELOPMENT"

June 3, 1957 - June 28, 1957

by
O. B. Conaway, Jr., Program Director

Graduate School
U. S. Department of Agriculture
Washington, D. C.

PREFACE

For several years the International Cooperation Administration has attempted to help foreign governments improve their agricultural programs by awarding fellowships to their employees for study and observation of American agriculture. In the course of providing this kind of assistance to other countries it became apparent that the limiting factors in their agriculture were administrative as well as technical. Thus it seemed that the technical training programs of some foreign line officials should be supplemented with some training in public administration. With the cooperation of the Foreign Agricultural Service of the U. S. Department of Agriculture the International Cooperation Administration organized an experimental program in administration for selected foreign officials which was presented in September, 1955. The results of this two-week program seemed to warrant organizing similar though somewhat more extensive programs for successive groups of foreign agricultural officials.

During the winter of 1955-56 the Foreign Agricultural Service negotiated an agreement with the Graduate School of the U. S. Department of Agriculture for the organization and direction of two training programs in public administration for foreign agricultural officials in 1956. This agreement provided that the Assistant Director of the Graduate School would serve as director of the two programs. The first program of 1956 was held from June 4 through June 29 in the U. S. Department of Agriculture. A report of that program was issued in July, 1956. The second program of the year was held from September 10 through October 5 in the Department of Agriculture. A report of that program was issued in October, 1956.

The agreement between the Foreign Agricultural Service and the Graduate School was extended to 1957 and the fourth program was held from June 3 through June 28 of that year. There follows an account of the objectives, organization and methods of the fourth program, an evaluation of the program by the participants and an evaluation by the program director together with his recommendations for future programs.

O. B. Conaway, Jr.
Program Director

I-- THE FOURTH SPECIAL TRAINING PROGRAM

Objectives and Planning

The planning of this program was based on certain assumptions. First, that its purpose was to help selected line officials increase their capacities for effective administration, not to train staff personnel. Second, that the officials selected for participation would be technically trained men with substantial administrative responsibilities. Third, that the participants would not need elementary instruction but would be capable of evaluating comparative administrative theory and practice. Fourth, that the course should add to the general knowledge of administration of the participants and thus should not be concentrated on any one management function.

The course planned on these assumptions was one of general administrative ideas with examples of practice from programs of the U. S. Department of Agriculture. Specifically, it was designed to: (1) Emphasize the importance of administration in agricultural programs. (2) Present American concepts of administration with examples of application. (3) Help the participants with personal problems in administration.

Curriculum

The syllabus of this course is given in detail in the program announcement and it does not seem necessary to repeat it here. That announcement should be considered a part of this report. In planning this course we were aided greatly by the records of the preceding courses in the form of the evaluation reports of the Foreign Agricultural Service and the reports of the program directors. We also had more advance information on the interests of the participants than when organizing previous programs. In a few instances the participants were selected sufficiently far in advance that we had some information on their interests and problems from their respective countries. Second, we completed a draft of the program early enough (by April 1) to get an advance review of it from almost all of the participants. Each participant was requested to state his special interests in administration and a month before the opening of the program replies had been received from all but two of them. By comparison, no participant in the previous programs replied to this invitation. This information was most useful in reviewing the program and making arrangements for extra-curricular meetings. During the first week of the program the participants also submitted requested short papers on their positions and the administrative problems with which they were specially concerned. This material was used to make further adjustments in the program.

On the basis of this information, three basic changes were made in the curriculum used in the third program. First, the number of general subjects was reduced to five--planning, organization, staffing, finance, and public relations--with increased attention to all of the subjects except finance. Second, more case reports were added to the program, a total of five being given. Third, after the first program that I directed--the second in the series--I decided that there should be general introductions to the program and its major sub-topics. This opinion was

[illegible]

shared by some instructors and members of the Advisory Committee. Accordingly, I delivered seven lectures in the third program designed to place particular subjects in the whole of administration and to indicate their relation to other administrative processes. The general education and experience of the third group was such that I decided at the close of that program that this number of introductory lectures was unnecessary. Consequently, in organizing the fourth program I reduced the number to four. This proved to be a mistake. The general understanding of and experience in administration of the fourth group was decidedly inferior to that of the second and third groups and the program would have been more effective had it included more general sessions. Thus, unless the qualifications of participants could be maintained at what likely would be an unrealistic level, it would be better to increase the number of general lectures in future programs. This point is discussed at length in Section III.

Finally, as in the second and third programs, several class sessions were devoted to presentations by the participants of administrative ideas and practices in their governments. The time given to these presentations was increased in this program. They were particularly successful and, as discussed below, should be considered a major element in the programs.

In general, I think the curriculum of this program was better than that for the second and third courses, which was to be expected, and was closer to the interests of the participants. Obviously, a basic problem in program planning is the lack of adequate advance information on the interests and problems of the participants. As the selection process is regularized the size of this problem should be reduced. It is particularly important that the participants be selected sufficiently far in advance to permit the issuance of a preliminary program for their information and review. Further, the suggestion made in a meeting of the Advisory Committee that a form on interests in administration be submitted by participants as soon as selected should be considered.

Teaching Staff and Methods

All of the lecturers in this course, with the exception of those who spoke in the field sessions, were selected from agencies of the USDA on the basis of their attainments in their respective fields. As in the organization of the previous programs the cooperation of the Department's agencies was excellent. No one who was invited to participate declined to do so and all the speakers displayed a real interest in the program. Many of them prepared outlines of their remarks and some prepared manuscripts. Each supplied the participants with USDA and other documents relevant to their discussions. The lecturers were asked to use visual materials as much as possible and many of them did so extensively.

The program was strengthened by the appearance of some persons as lecturers for the second or third time. In preparing for this program an effort was made to give the lecturers some orientation. They were sent statements about each foreign participant which included his present position, experience, education and the objectives of his study in the United States. Then before the opening of the program a meeting of the lecturers was held for a general discussion of its objectives, the participants, teaching methods and materials.



As in the previous programs I tried to divide the two-hour class sessions equally between general presentation and class discussion. While some lecturers used more than the first hour for their expositions this schedule usually was maintained. The respective speakers took principal parts in the class discussions and usually were questioned at length. As a result of some discussions the lecturer arranged individual conferences for class members and provided additional documents. I believe the quality of the lectures delivered in the program was very good and the evaluation by the participants indicates that they concur in this judgment.

Materials

The lecturers in the program assembled and distributed to the participants a large number of documents. In some sessions, including the ones on "Budget Formulation," "Budget Execution" and "Accounting and Financial Reporting," comprehensive kits of documents were provided. The interest of the group in these materials was especially keen and examination of them frequently led to requests for others on the same subjects.

While a text was not used in this course, L. D. White's Introduction to the Study of Public Administration was recommended to the participants for general reading. Each of the participants subsequently bought this book and their comments on its value for the purpose suggested were wholly favorable.

Special Activities

A luncheon was held during the second week of the program for the participants and members of the Advisory Committee. While no program was planned for the occasion it provided an opportunity for several statements by both participants and members of the Committee.

During the fourth week of the program the participants, the program director and the program specialist dined and spent the evening together.

Personal Counseling

During the period of the course I had at least one personal discussion with each participant of his particular interests in administration. When I found the general program would not satisfy those interests I usually arranged special conferences with officials of the USDA. In some cases the need was met by compiling special sets of documents. In this respect, as in all others of the program, the agencies of the Department were most cooperative. A total of 23 special conferences were arranged for individual or groups of participants.

Course Paper

In consideration of the general nature of past programs it was thought desirable in planning this one to require the participants to give special attention to some aspect of administration or to an administrative problem with which they were concerned. Accordingly, each participant was requested to write, or cooperate in writing, a paper assigned after consultation with the program director. As indicated immediately above, I discussed with each man his administrative interests and problems. On the basis of

this discussion I suggested subjects for a term paper and arranged interviews with specialists in the USDA. The results of this action were mixed. The participants attended the special conferences arranged and seemed satisfied with the results. I did not, however, receive satisfactory papers from them. Apparently, the lectures, assigned reading, special conferences and distributed documents exhausted the time--given their average linguistic ability--of these men. An effort should be made in each program to help the individuals with their respective interests and problems through personal counseling, special conferences and the provision of additional materials but the result in this program does not seem to warrant the requirement of a term paper.

Field Observation

The program contributed to this training project by the Virginia Department of Agriculture maintained the high quality of the field work in the previous programs. In fact, this field program was superior to the others that have been arranged in comprehensiveness and depth of coverage. The Commissioner of Agriculture of the Commonwealth of Virginia, the Honorable Parke C. Brinkley, saw in our request to study the administration of his organization an opportunity to review with his colleagues its purposes, organization, programs and methods. A total of 22 officials of the Department participated in the three-day program and did so enthusiastically and competently. They did a notably good job of indicating the ways in which some of the general ideas studied in the Washington sessions were applied in program administration.

The pattern of the sessions in Richmond was similar to those held in Washington. The respective speakers, or panels of speakers, presented their subjects generally and then joined in group discussions. They also supplied the participants with documents related to the various aspects of the administration of their programs. In the session on public relations there was a demonstration of the creation of radio and television programs which was arranged in cooperation with local radio and television stations.

The participants seemed particularly interested in these carefully presented discussions of the administration of certain agricultural programs. Field work of this kind adds much to the program in unifying the concepts presented in the first sessions of the course and does so on a scale that is more easily grasped by the typical participant than would be the case were a USDA program used as a model. Such field work, in my opinion, should be a part of each program.

Participation of Members of the Group in the Classes

In planning this program we wished to obtain the maximum degree of group participation and reserved approximately one-half the class time for such activity. I think this general objective was realized. The participation of the members of the group was in various forms. First, as discussed above, each member wrote short papers on his position, his particular administrative problems and the efforts of his government to improve its administration. These papers were used especially in my personal discussions with the individual participants. They also were used in briefing lecturers in regard to special interests of participants in their subject areas.

Second, five and one-half of the class sessions in the program were assigned to individual participants for a discussion of administrative ideas, institutions or practices in his country. Eleven such presentations were made. This technique, as in the previous programs, was a notably successful way of obtaining participation. The presentations of the respective participants were very stimulating to the group and these sessions really became forums for the discussion of experience with common problems. The obvious interest of the participants in these sessions placed them among the more useful in the program.

Third, with two exceptions each lecture in the program was followed by an extensive discussion period in which the participants questioned the lecturer and sometimes each other about the subject of the day. At the beginning of the program I suggested to the group some ways of organization for the discussion of the various lecture topics. The group rejected any kind of organization for this purpose, the members agreeing they would rather hold the discussions on a free-question basis.

Certificates

As in the past programs, certificates were awarded to the members of the group who completed the course. Certificates were not granted to four participants who did not attend the sessions regularly. This problem is discussed below in Section III.

II - EVALUATION OF THE PROGRAM BY THE PARTICIPANTS

The evaluation of this program by the participants was directed by a member of the staff of the FAS Foreign Training Division and, as in the previous programs, was notably well done. The detailed evaluation report should be considered a part of this report and as copies have been sent to those concerned with the program I shall comment only on points that I consider especially significant.

The evaluation report indicates first that the participants understood very well the objectives of this program. They agreed that the first objective--to emphasize the importance of administration in agricultural programs--and the second objective--to present American concepts of administration--were well achieved. The third objective--to help the participants with personal problems in administration--was thought to have been achieved only "fairly well."

This evaluation seems accurate to me and accords closely with the evaluations by the participants in the second and third programs. While the participants in the past three programs have rated the achievement of the third objective--to help the participants with their personal problems in administration--as only "fairly well," I am not disturbed by this judgement. The primary objective of this program is to help individuals increase their capacities for effective administration. The means of doing so has been to give them general information about American administration rather than to deal with their respective problems in detail.

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
JANUARY 1950
RECEIVED
FROM THE
LIBRARY OF THE
UNIVERSITY OF CHICAGO

This general approach seems to be the only feasible one since the groups of participants have been highly heterogeneous. Second, to deal effectively with a specific administrative problem of consequence would require at least the full period of this program. Third, it is highly doubtful that the individual participants could present their problems in such a manner that they could be dealt with effectively in this course. The problems to which the participants refer in discussing the third objective of the course probably cannot be dealt with in any real sense outside their countries. Thus, I think the principal help we can give in this program on specific problems is in the form of general direction, principles and methods. For these reasons specific assistance to individuals should not be considered a major objective of future programs. The experience to date indicates that the feasible objectives are to demonstrate the importance of administration in agricultural programs and to present the ideas and practices of American public administration. This general information, however, plus special conferences and documents should give the participants some assistance with their specific problems.

The second major point in this evaluation is that the participants again indicated that the general organization of the course is satisfactory. They stated unanimously they had had sufficient opportunity to participate personally in the course. Fourteen of the fifteen in the evaluation group stated the number of lectures was not too large and majorities of at least 80 per cent stated the division of time between field observation and class instruction was satisfactory, that the length of the course was approximately right, and that it was neither too technical nor not sufficiently technical. Thirteen of the fifteen were of the opinion the course would be helpful to other men in their governments with administrative responsibilities. These answers are in accordance with those received from the participants in the second and third programs and in total indicate the decisions on these questions of organization were correct.

Third, the participants made several suggestions for revising the curriculum. The most important of these, and I consider it a most significant one, was that more emphasis be given to general ideas and practices in public administration. This recommendation was made by 12 of the 15 persons in the evaluation group. I agree fully with this comment, and it is one of the reasons for my principal suggestion in Section III for the reorganization of the course.

The participants also suggested that the respective classes might be divided for the study of specific subjects such as finance and personnel. I do not think this suggestion feasible, for to accept it would mean changing the course from a general one to one that would tend to concentrate unduly on one or two subjects of administration. The group suggested, too, that more time be given to discussing ways of applying American ideas in the various governments represented than in the past. I do not believe that more time needs to be reserved for this purpose, but rather that the class discussions be held more closely to the subject. In the past program a great deal of time was devoted to such discussions in which it often was quite difficult to keep individuals from simply recounting anecdotes in their various services.



Some members of the group suggested that more time be devoted to reports by class members on administration in their countries. I question this suggestion. Eleven such reports were delivered in the past program, which number afforded all members of the group an opportunity to make a report, and the time so used seems to me the maximum that could be assigned to this purpose.

Finally, there were some specific recommendations for changing the curriculum. In summary, the group believed that more time should be devoted to supervision, in-service training programs, public relations, and human relations. I agree with these suggestions and believe that future programs should be changed accordingly.

III - EVALUATION OF THE PROGRAM DIRECTOR

As stated above, I believe the curriculum of this program was better than that organized for the previous ones. It seemed substantially closer to the interests of the participants and it benefitted from the previous experience in these programs of a number of the lecturers. Ironically, I think the program as a whole was less effective than either of the others that I have directed. This result was due primarily to the quality of the participants. The members of this group were generally of lower rank in their respective governments than participants in the previous programs and their knowledge of and interest in the study of administration was markedly less. This lack of interest led to quite irregular attendance by several members of the group. Consequently, certificates of completion of the course were not awarded to four of the sixteen full-time participants because they had missed more than one-fourth of the class sessions. The group for this course totaled 18. One member, however, was a self-financed student in Cornell University and another was recalled by his government at the end of the first week of the program.

For the first time two staff specialists were admitted to this program which was designed for line officials. There were special reasons for the admission of these two men both of whom were from Indonesia. While they had been in the United States for several months and had attended some courses on administration in the American University and the Graduate School of the USDA, it was thought desirable to give them as much additional training in the field as possible.

Changes in the Curriculum

I now have directed three of these programs in which some 45 foreign officials have participated. This experience seems adequate for suggesting a basic change in the organization of future programs. We have assumed in the past that the officials selected for this course would be of such training and experience that they could evaluate comparative administrative theory and practice. This assumption has not been proved valid. While some participants--notably some of those in the September, 1956, program--were capable of such evaluation, the majority of them have lacked such ability. This assumption caused us to organize courses in which the great majority of the lectures were delivered by officials of the Department of Agriculture with the emphasis in them being on the administrative practices of this Department. The result has been a course too technical for most of the participants. I believe that better results would be realized if the course were reorganized as a unified lecture and discussion course, with perhaps a half-dozen lectures by specialists on representative methods or programs.

In a course of this kind, the leader should be expected to present the general ideas and experience of American public administration. As an aid in doing so he should prepare a detailed syllabus, including daily lecture or discussion outlines, that would be a usable summary of the course. This kind of organization should permit a more precise selection and use of USDA and other documents and the presentations of USDA specialists could be more closely integrated with the general program than is now the case.

As noted above in Section II, twelve of the fifteen persons in the evaluation stated specifically that a more general lecture course emphasizing major ideas and methods would have been more useful to them.

Since we began these programs, there have been some suggestions that we organize them as other than general surveys of American concepts of administration with numerous examples of practice. All these suggestions really are to the same point--that the programs be concentrated on a particular subject of administration such as personnel or program planning. This form of organization, while it would be easier, would not achieve the objective of these programs, which is to improve the general administrative ability of the participants. The training of specialists in a phase of management is properly the function of the Public Administration Training Division of the International Cooperation Administration.

In addition to my proposal for a general reorganization of this program, I have a few specific suggestions. In planning the fourth program, we eliminated the sections in the two previous ones on "Administrative Services" and "Administrative Leadership." This action permitted us to give more attention to program planning, personnel, organization, and public relations which was in accordance with the evaluation of previous participants in the course. The section on finance was retained although it is the least interesting one to a majority of the participants. I think, however, it is important that it be continued in these programs. All of the governments represented in the past programs are notoriously weak in financial administration and the three lectures given on this subject are important if for no other reason as examples of good management. These five major subjects should be the basis for the future curricula with adjustments to meet the specific interests of the participants as well as they may be determined.

Teaching Staff

The use of an unpaid, ad hoc staff for most of the lectures in a program of this kind has both strengths and weaknesses. The program director is not in position to control directly the lectures given by such instructors although he can influence them to a considerable extent. Thus it is not always possible to achieve the desired degree of coordination. On the other hand, instructors selected for individual lectures bring to the program expert knowledge and a wealth of experience in the application of ideas. The persons who have participated in these programs have shown a keen interest in them and made extensive efforts to prepare for their respective lectures. I think their performance has been good and the evaluations show that the classes have so considered them. If the future programs are of the present nature they will receive the obvious benefits of teachers with considerable experience.

The first part of the paper is devoted to a general discussion of the problem of the origin of life. It is shown that the problem is one of the most important and most difficult in the history of science. The author discusses the various theories of the origin of life, and shows that the most plausible is the theory of spontaneous generation.

The second part of the paper is devoted to a detailed discussion of the theory of spontaneous generation. It is shown that this theory is based on the fact that life is a complex of many different parts, and that these parts are all derived from a common ancestor.

The third part of the paper is devoted to a discussion of the evidence in favor of the theory of spontaneous generation. It is shown that the evidence is very strong, and that the theory is well supported by the facts.

The fourth part of the paper is devoted to a discussion of the objections to the theory of spontaneous generation. It is shown that these objections are not valid, and that the theory is still the most plausible.

The fifth part of the paper is devoted to a discussion of the implications of the theory of spontaneous generation. It is shown that the theory has important implications for the study of the history of life, and for the study of the origin of life.

The sixth part of the paper is devoted to a discussion of the conclusions of the author. It is shown that the theory of spontaneous generation is the most plausible, and that it is well supported by the facts.

The seventh part of the paper is devoted to a discussion of the future of the study of the origin of life. It is shown that the study of the origin of life is one of the most important and most difficult in the history of science, and that it is well supported by the facts.

The eighth part of the paper is devoted to a discussion of the bibliography. It is shown that the bibliography is very extensive, and that it covers a wide range of subjects.

The ninth part of the paper is devoted to a discussion of the index. It is shown that the index is very complete, and that it covers all the subjects mentioned in the paper.

If possible in the future, a greater effort should be made to prepare the special lecturers in this program. It will not be easy to do so in dealing with specialists in administration, but they should be urged to plan their lectures in such a way that they indicate the general function of their topic in administration, present its general objectives, summarize its main ideas and give examples of practice in the Department of Agriculture.

The Agricultural Setting

In previous reports I have stated I thought the agricultural environment of this program had added substantially to its effectiveness. My experience in the past program has given additional strength to that opinion. The use of examples from agricultural programs attracted the interest of the participants and seemed to clarify the ideas presented. This common knowledge of program subject matter was a definite aid to teaching.

In Conclusion

This program, like the past ones, was a cooperative effort. The Graduate School had the continuous assistance of the staff of the Foreign Training Division of the Foreign Agricultural Service and of the staff of the Public Administration Training Branch of the ICA. Members of the Advisory Committee responded without exception to requests for assistance. Every agency of the Department of Agriculture gave the help for which it was asked, freely and fully. The Virginia Department of Agriculture went far beyond the usual limits of cooperation in organizing an especially good section of the program. Whatever success the program achieved was due very largely to the interest and contributions of the men and women in these agencies and it was a pleasant experience to work with them.

